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STAFF REPORT ON CONFERENCE FINDINGS. APPENDIX II.

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CONFERENCE SPEAKERS, PANELISTS, AND WORKSHOPS WERE ASKED TO FOCUS ON THE PROBLEMS OF THE 45-PLUS AGE GROUP AND TO MAKE SPECIFIC RECOMMENDATIONS ON PUBLIC POLICY, LEGISLATION, AND PUBLIC AND PRIVATE RESEARCH, PROGRAM AND ACTION. IN ADDITION, STAFF RECOMMENDATIONS WHICH WERE IMPLICIT IN THE PROCEEDINGS WERE INCLUDED. UNDER EACH SUB-HEADING, PROPOSALS WERE LISTED IN ORDER OF RECOMMENDED PRIORITY. WHENEVER APPROPRIATE, STAFF SUGGESTED THAT RESPONSIBILITY BE ASSUMED BY A GOVERNMENT AGENCY. THERE WAS STRONG FEELING THAT A PROLIFERATION OF AGENCIES WAS NOT DESIRED. MANY OF THE RECOMMENDATIONS CALLED ON THE NATIONAL COUNCIL ON THE AGING (NCOA) FOR ACTION. OTHERS, WHICH REQUIRED INITIATIVE OUTSIDE THE GOVERNMENT, WERE ARBITRARILY ASSIGNED TO NCOA, BECAUSE THERE WAS NO OTHER NATIONAL AGENCY CONCERNED WITH THIS AGE GROUP. THE NCOA WAS NOT EQUIPPED TO ASSUME RESPONSIBILITY FOR THE MAJORITY OF THE ASSIGNMENTS UNLESS LONG-TERM FINANCING WAS POSSIBLE. CONSIDERATION OF THIS QUESTION WAS RECOMMENDED TO THE NCOA AND HOC ADVISORY COMMITTEE ON THE NCOA-OMPER OLDER WORKER REEMPLOYMENT PROJECT WHEN IT MET TO CHART ACTION TO IMPLEMENT THE CONFERENCE FINDINGS. THIS REPORT WAS PRESENTED AT THE NATIONAL CONFERENCE ON MANPOWER TRAINING AND THE OLDER WORKER, WASHINGTON, JANUARY 17-19, 1966. (FT)

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AC 001 338

	Page
United States Employment Service	687
Policy	687
Legislation	692
Experiment and Demonstration	693
Research	694
Action	696
U. S. Office of Education	702
General	702
Policy	702
Legislation	702
Research	703
Action	704
Basic Education	704
Policy	704
Research	705
Action	705
Method	706
Vocational Education	706
Policy	706
Action	707
Method	708

APPENDIX III

BACKGROUND PAPERS 710

Testimony of Charles E. Odell, Director, Older and Retired Workers Department, United Automobile Workers International Union (AFL-CIO) Before the Select Labor Subcommittee of the House Labor and Education Committee, Washington, D.C., September 2, 1965. 711

"Equal Employment Opportunities for the Older Worker", by Milton Rosenberg, Director of Employment, New York State Commission for Human Rights. 722

"Methods of Vocational Training for Older Workers in the French National Railways", by A. Coqueret, Chief Engineer, Head of Staff Training and Apprenticeship Subdivision, Equipment and Traction Directorate, Societe National des Chemins de Fer Francais 730

Page

LUNCHEON SESSION

Opening Remarks:
EDWIN F. SHELLEY, Chairman 660

Address:
DR. GARTH MANGUM, Executive Secretary, National Commission on Technology, Automation and Economic Progress, Washington, D.C. 662

APPENDIX I

NOTES 670

APPENDIX II

STAFF REPORT ON CONFERENCE FINDINGS TO OFFICE OF MANPOWER PLANNING, EVALUATION AND RESEARCH AND TO NCOA AD HOC ADVISORY COMMITTEE FOR OMPER-NCOA DEMONSTRATION PROJECT ON TRAINING AND PLACEMENT OF OLDER WORKERS 674

Introductory Note 675

National Council on the Aging 676
Policy 676
Action: Research 676
Action: Support of Legislation 677
Action: Miscellaneous 681

U. S. Department of Labor 685
Manpower Administration 685
Action 685

Office of Manpower Planning, Evaluation and Research 685
Policy 685
Action 685
Method 686

Bureau of Apprenticeship and Training 687
Action 687

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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APPENDIX II

STAFF REPORT ON CONFERENCE FINDINGS TO OFFICE OF MANPOWER PLANNING, EVALUATION AND RESEARCH AND TO NCOA AD HOC ADVISORY COMMITTEE FOR OMPER-NCOA DEMONSTRATION PROJECT ON TRAINING AND PLACEMENT OF OLDER WORKERS

INTRODUCTORY NOTE

The Conference speakers, panelists and workshops were asked to focus on the problems of the 45-plus age group and to make specific recommendations in the areas of public policy, legislation, and public and private research, program and action.

The purpose, as it was put to the workshop chairmen by Mr. Odell, was to obtain "specific ideas which will move us off dead center and influence the direction in which the public commitment moves.."

The recommendations that follow combine the consensus of the individual workshops and the major proposals of the speakers and panelists, together with staff recommendations, based on points not precisely stated elsewhere, which were nevertheless implicit in the proceedings as the sense of the Conference. The source of each recommendation is indicated in parenthesis. Under each sub-heading, such as "Policy," "Legislation," etc., the proposals have been listed in order of recommended priority.

Many of the recommendations were couched in the form of "There is need for...." without assignment of responsibility for action. Wherever appropriate, staff has suggested that responsibility be assumed by a government agency. The recommendations have been organized in this fashion, and the wording of the recommendations has been changed accordingly.

Many of the workshop recommendations called on the National Council on the Aging for action on a variety of fronts. Others called for action in areas requiring initiative outside the government, without specifying responsibility.. Staff has arbitrarily assigned responsibility to NCOA in all such instances..

This was done as a kind of holding action, for the reason that there is no other national agency in existence even remotely concerned with the problems of the age group which Sheppard has called "too old to work, too young to retire." And because there was strong sentiment, particularly in Workshop VIII where the matter was discussed at some length, that a proliferation of agencies is not to be desired.

It remains to say, therefore, that the National Council on the Aging does not have large endowments and can only undertake added responsibilities when adequate long-term financing is available. It is not at present equipped to assume responsibility for the majority of the assignments listed under the NCOA heading, nor will it be unless measures to obtain long-term financing and to implement "NCOA Policy Recommendation No. 1," a staff recommendation, are possible.

Consideration of this question is recommended to the NCOA ad hoc Advisory Committee on the NCOA-OMPER Older Worker Reemployment Project as a first order of business when it meets to chart action to implement the Conference findings.

THE NATIONAL COUNCIL ON THE AGING

Policy

I. Long-term Policy and Financing. Conference workshops called on the National Council on the Aging for action on a variety of fronts. Other non-government action needs were stated without suggesting where responsibility should rest. These responsibilities have been assigned to NCOA. HOWEVER, if NCOA is to accept leadership in focusing public attention on the employment problems of the "younger older worker" and obtaining corrective action and community action, it must gear itself to do so. Provision must be made for enlarged permanent inter-disciplinary staffing.. On the action front (as distinct from its continuous concern with the problem evidenced by studies and encouragement of research), NCOA activity in the past, except for the short-term project under which this Conference was organized, has been largely with the health, housing and other problems of the older retired worker. Its orientation has been that of social work, and its functions have been dissemination of information and stimulus of government action and action by already organized, knowledgable community groups in this area of interest. Effective leadership in the entirely different and entirely unorganized field of comprehensive services to the middle-aged in the labor market will require an adequate research staff to create an inter-disciplinary clearing house of information and to point directions for action. It will require staff experts of the highest order of technical qualification in the fields of labor market analysis, adult and vocational education and adult employment counseling and placement, as well as in the social welfare field from which supportive services must be drawn. The technical staff must be adequate in size not only to stimulate community action but to provide sustained technical assistance thereafter until community programs are fully established. Public information staff will also be required, knowledgable in the field and adequately budgeted to provide the technical staff with the public information and education tools it will require. (Staff Recommendation)

Action: Research

I. Adult Learning Methods. The NCOA should stimulate university requests for grants from the U. S. Office of Education under Section 4-C of the Vocational Education Act of 1963 for further research into adult learning methods and the most effective techniques for teaching adults -- an area in which research has been most limited.

> Section 4-C provides for withholding of 10 per cent of any appropriations in order to make research and demonstration grants to institutions and agencies. David Bushnell, Director

of the Division of Adult and Vocational Research, U. S. Office of Education, invited such proposals. He reported that the Social Service Research Council is currently seeking information about research in this field and, with this as a starting point, his office would like to support basic research.

The research proposals should be designed to evaluate and build on the findings of Belbin and other OECD researchers and on the findings of Experimental and Demonstration projects at Virginia State College, Norfolk Branch (see Brazziel), the Michigan Catholic Conference Job Training Center (see Shutes), the Denver Job Opportunity Center (see Galvin) and Duke University (see Eisdorfer); also, on the experience of the Williamsport (Pa.) Community College (see Carl); that of industrial training directors (see Riley, Kopas), that of organized labor, notably the Plumbers (see Piron); also the training-in-industry experience of the military and in particular that of Lieut. Gen. Kenneth E. Hobson, Commander, Air Force Logistics Command. (Staff Recommendation)

II. Teaching Skills. The NCOA should stimulate university researchers to seek U.S. Office of Education grants under Section 4-C of the Vocational Education Act of 1963 for experimental and pilot programs which seek to define the qualifications and basic knowledges and skills required by teachers of adults. (Staff Recommendation)

Mr. Bushnell invited such proposals and described the problem as immediate, in view of recent Federal legislation requiring rapid training of teachers and leaders for adult and continuing education.

III. Urban Living. The NCOA should stimulate university researchers to seek grants from the U.S. Office of Education under Section 4-C of the Vocational Education Act of 1963 to research the range of knowledge illiterates and semi-illiterates need to live in urban areas and to develop appropriate curricula. (Staff Recommendation)

Such proposals were invited by Mr. Bushnell who cited the need for a new curriculum "designed to give information about legal and financial resources, community health programs, public facilities for job training, ways of seeking employment and all other information the disadvantaged person urgently requires in order to live in an urban environment."

Action: Support of Legislation

I. Age Restrictions in Employment. The NCOA should support and stimulate support for legislation to ban age restrictions in employment (Workshop VIII) subject to these conditions:

a. The law must be implemented with staff and money, or the taxpayer will not get a fair shake out of the legislation.

b. The law must be capable of enforcement, with penalties for non-compliance. For this reason, as well as because of its basic presumptions (as to the existence of arbitrary discrimination) the law's operation should center on findings in each case that there is or is not full qualification for the employment and that age is not a factor that should be taken into account.

c. If the less aggressive older workers are to receive equal protection with the articulate, the enforcing body should have power to initiate investigations and complaints. This power can substitute, if necessary, for an organized community group dedicated to the cause of protecting older workers against discrimination in employment.

d. Newspaper advertising that specifies age limits in hiring should be controlled under the law. This not only has educational value, but encourages the qualified older worker to make applications for jobs he might otherwise by-pass. The advantages of not isolating older workers in limbo were described in the Baltimore report.

e. Legislation must be accompanied by publicity, education, full information to the public on rules and policy, hearings on employers' individual problems, and full support of the law by other government agencies in the employment field.

f. Implementation of the law in its application to private industry is obviously aided if government employment policy bars discrimination because of age. The enforcing agency's authority should extend to government as well as to private employment.

II. Research Expansion. The NCOA should mount a campaign to get Congress to focus attention on the need for additional research and development in the field of adult education and the need to implement findings in new organizational patterns and new administrative arrangements that will permit proliferation of adult education at the local level." (Staff Recommendation)

This recommendation was implicit in Mr. Bushnell's exposition of the need and his statement that groups like NCOA "can be very effective in mounting such a campaign."

III. Modernization of Employment Service. Political action is needed to modernize the Employment Service and make it a fully effective instrument of the national manpower policy. (Workshops IV and X) (See Legislative Recommendation I under USDL - Employment Service)

> Dr. Aller: "The Employment Service has the ability to perform a wide variety of manpower functions geared to the present economy... We have not made the political decisions to provide the Employment Service with the necessary functions, resources and tools."

To this end, the NCOA should support and stimulate other lay and professional groups to support the proposal of Senator Clark (S.3032), the Administration bill identical with the Holland Bill (H.R. 13362), designed to "maintain, strengthen and improve the operations of the Federal-State Employment system." (Staff Recommendation)

IV. OEO Expansion. The NCOA should support and stimulate support for additional funds and staffing for the Office of Economic Opportunity and a specific priority in OEO for efforts to create job opportunities for older workers, without cutting back on youth programs. (Ossofsky)

VI. Counselor Training. The NCOA should seek extension of the counselor training features of the National Defense Education and the Vocational Education Acts to provide funds for the training of counselors of adults on the same scale now possible for school counselors working with children and youth. (Workshops IV and IX) Such adult counselor training should include practical training in economics and the dynamics of the labor market. (Ziegler)

VI. Employer Tax Credits. The NCOA should study and, if warranted, support and stimulate support for the proposal of Congressman Pucinski (H.R. 654) to amend the Internal Revenue Code to permit tax credits to employers for any increased cost of doing business resulting from the cost of employing older workers. "Increased costs" would include any expenditure which would not have been required or made if the age of each employee involved were the lowest age at which an employee could reasonably (and consistently with the sound operation of the trade or business) be hired to perform substantially the same duties and no factor other than age were taken into account.) Credits would apply to any expenditure made in the conduct of the trade or the business, whether attributable to an individual employee or the employees of the firm generally, including insurance premiums, contributions to pension funds, medical costs, Workmen's Compensation and any other costs, including the increased cost of training an older worker and maintaining an increased medical and nursing staff. The bill is before the House Committee on Ways and Means. (Staff Recommendation)

VII. Older Workers Bureau. The NCOA should support and stimulate support for the proposal of Rep. Clarence Long (H.R. 2062, now before the Committee on Education and Labor) to establish an Older Workers Bureau in the Department of Labor

(1) to provide leadership by formulating standards and policies to remove artificial job barriers and otherwise advance employment opportunities for older workers, (2) to conduct educational programs through conferences and through demonstration field visits to employers, (3) to investigate and report on ways in which tax policies, pension programs, wage systems, collective bargaining agreements and widespread misconceptions about the efficiency of workers over 40 may discourage their employment and (4) to cooperate with other responsible Federal agencies to assist in older worker reemployment after major shutdowns, evolve skill and proficiency tests and training programs for older workers and stimulate local voluntary non-profit employment and counseling assistance for them. (Staff Recommendation)

VIII. National Commission on Older Workers. The NCOA should support and stimulate support for the proposal of Rep. James G. O'Hara (H.R. 10635) to establish a National Commission on Older Workers, to study and recommend to the Congress the most effective means for (1) providing education and training to permit workers, throughout their working lives, to improve and upgrade their skills in conformity with changing skill requirements of their occupations; (2) enabling employed workers to increase their labor market flexibility and mobility by acquiring new skills, and (3) eliminating arbitrary age restrictions in hiring and developing policies to counteract "those restraints upon the employability and mobility of older workers which may stem from the rigidities in the terms and administration of private pension and welfare plans, overly strict adherence by employers to promotion-from-within policies, unrealistic employer evaluations of the capacity of older workers to absorb on-the-job training in the new skills, and other causes." The bill is before the House Committee on Education and Labor. (Staff Recommendation)

IX. Welfare Allowance Reducation. The NCOA should seek amendment of the Manpower Development and Training Act to increase the motivation of trainees by specifying that the first $85 of training allowance or earnings of trainees, and one-half of any excess, shall not be deducted from welfare allowances. (Workshop II)

> Such an exemption, for training allowances and earnings under Titles I and II of the Economic Opportunity Act, is provided for by Title VII of the Act.

X. Federal Planning Commission. The NCOA should press for and stimulate support for legislation to create a Federal Planning Commission, with State and local counterparts, to devise methods for community identification of services needed to correct existing problems and prevent their recurrence (education, employment services, case work, psychotherapy, health services, etc.) and to plan action accordingly. (Workshop IV)

XI. Institutionalization of Service Employment. The NCOA should support and stimulate support for legislation to provide federal subsidy to institutionalize and dignify employment in the many service fields where there are community needs to be

satisfied, and to provide for acceptable standards of recruiting, training, etc. (Ossofsky)

Action: Miscellaneous

I. Conference Views on MDTA. The NCOA should make the Conference views on vocational training for older workers known promptly to Stanley Ruttenberg in the Department of Labor and to Dr. Howard Matthews, Director of Manpower Training, and Dr. Walter Arnold, Director of the Division of Vocational and Technical Education in the U.S. Office of Education, Department of Health, Education and Welfare. Because of the stringent labor market, the Departments are reexamining their approach to MDTA. (Dr. Dwight Crum)

II. E. & D. Findings. The NCOA should make its findings with respect to its Experimental and Demonstration project on older worker training and employment available in such form as can be readily applied or adapted to a revitalized Employment Service. (Dr. Aller)

III. Inter-Agency Planning. The NCOA should press for an inter-agency group in the Federal government to determine what it will cost over the next few years to make some meaningful impact on the long-term unemployment of older people and to plan action accordingly.

IV. Employment Services. The NCOA should put its full support behind the recommendation for Employment Service staffing and action to provide older worker services which were made by Mr. Odell in his testimony of Sept. 2, 1965 before the Select Labor Subcommittee of the House Committee on Labor and Education. (See Appendix III) (Staff Recommendation)

V. Community Action. The NCOA should stimulate State Commissions on the Aging and private organizations in the field of aging to broaden their present concern primarily with the 65-plus age group and to take aggressive action, now lacking, to assess the 45-plus unemployment problem in their communities, to obtain Employment Service focus on the problem, to involve their communities and community agencies in a concerted attack upon it and to support needed legislation by making their views known to Congress. (Workshops VIII and X) These groups should press, where necessary, for more aggressive local MDTA advisory committees to enlarge MDTA training opportunities for older workers. (Workshop I)

> Implicit in this recommendation, with respect to State Aging agencies, is the need to enlist the concern and cooperation of Governors and State legislative leaders to support adequate staffing of State Commissions or Councils and, where necessary, to broaden their charters.

VI. Training Opportunities. The NCOA should communicate to State Departments of Education and State Employment Services a demand that broader and more worthwhile training opportunities be opened to older workers. (Workshop II)

VII. OEO Programming. The NCOA should be more aggressive in pressing the Office of Economic Opportunity to strike a better age balance in its programs which are now focused largely on youth, to provide for early identification of the older disadvantaged and their needs and to act to provide training and employment opportunities for them. (Workshops I and V)

VIII. OEO-Employment Service Agreements. The NCOA should stimulate its member agencies and Community Councils of Social Agencies to press for local cooperative arrangements between local Community Action Programs and local State Employment Service officials to provide for Employment Service out-stationing of older worker counselors in CAP centers for outreach, counseling, assignment to training, job development and placement, the costs to be paid by the Office of Economic Opportunity, as provided in the OEO-Department of Labor agreement outlined in USES General Administration Letter No. 892, dated July 12, 1965 and addressed to all State Employment Services. Such arrangements should be interim, with the expectation that eventually Employment Service budgets can be expanded to provide such services on a continuous basis. (Workshop I)

IX. Work With Business and Industrial Management. The problem of opening up employment opportunities for older workers in branch offices of insurance companies, utilities and other decentralized establishments whose hiring policies are set by absentee management at headquarters offices was mentioned specifically by Congressman Long and Mr. Sprenger, both from Baltimore. The problem is not unique to Baltimore but is nation-wide.

The NCOA should seek a contract and funding to inform itself fully on all research in the field, including facts on the costs of higher turnover (of youth) vs. higher insurance and pension costs (of age); to inform itself fully on successful experience of business and industry where a policy of no age limits in hiring prevails; and to work with the highest policy making officials in the headquarters offices of such companies to bring about positive no-age-limit policies. (Workshop VIII coupled with Staff Recommendation)

> Recent surveys by the U.S. Department of Labor (see Holiber) show that the older worker's chances of being hired are better in firms with a positive non-discrimination policy which specifies that all applicants are to be interviewed, regardless of age.
>
> The Baltimore demonstration project (see Sprenger) showed that if the applicant is permitted to get to an interviewer, he has a chance to "sell" himself. The more "form and identity" the applicant assumes, the more difficult it is to maintain a closed mind with respect to employing the older worker.

X. Information Clearing House. The NCOA should seek funding to permit it, in co-operation with federal agencies, to operate a central information clearing house and to conduct regional institutes in order to communicate to State, community and agency leaders the specifics on the employment problems of the 45-plus and the findings of Experimental and Demonstration projects on older worker training and placement; also the findings of the continuing OEO-NCOA project to develop models for action which can be incorporated into Community Action Programs for the training and employment of older workers to provide needed community services, and the findings of the National Conference on Manpower Training and the Older Worker. (Workshop I)

XI. Action Models. The NCOA should take a more active role, in cooperation with federal agencies, in developing other kinds of action models at State and local levels: blueprint, for example, on how community agencies can work better with Employment Services and with other concerned groups. (Workshop I)

(This recommendation anticipates the "How-to-do" materials being developed by NCOA under its OMPER contract.)

XII. On-the-Job Training. The NCOA should enter into a prime contract with the Department of Labor's Bureau of Apprenticeship and Training to develop widespread On-the-Job Training of 45-plus workers. (Mr. Bowman)

Mr. Bowman urged "fullest consideration" of this recommendation. He said BAT has found the best prospects for older workers in community sponsored projects developed with full business support. For example, the Chattanooga Full Employment Committee, Inc., has placed 1,105 trainees of whom 203 are 45-plus, and is establishing training for an additional 500, of whom 100 are 45-plus. "There is no reason why a broad-based community program should not have a special segment to handle older workers."

XIII. Organized Labor. The NCOA should press unions which have some control over the hiring process to make more specific provisions in collective bargaining contracts to require greater use of the Employment Service, in order to expand employment opportunities for older workers. (Workshop X)

XIV. Appraisal of Services. The NCOA should seek funding in order to provide periodic estimates of the needs of older workers and evaluations of the effectiveness of public and voluntary services in meeting these needs. To this end, NCOA should press for adequate statistics to be maintained by adult and vocational education authorities in the States. (Workshop V)

XV. Training for Part-Time Employment. The NCOA should seek a contract and funding to effect an adaptation of manpower training on an experimental basis, to develop new roles for older workers no longer interested in full-time work and

not interested in total non-work, in order to provide a meaningful existence. (Aller)

This recommendation is included, although it appears to have primary relevance for the 65-plus age group with which the Conference was not specifically concerned. Dr. Aller cited the recommendation of the Office of Economic Opportunity task force on older workers that a vehicle be created which could provide income, some training, an opportunity to acquire new skills and capacity to move subsequently into expanding private-sector employment. He mentioned the proposal that a Senior Health Corps be created, patterned along the lines of the Neighborhood Youth Corps, to provide a fluctuating number of substitute job opportunities (50,000 to 100,000 a year) for older employable workers who could not otherwise be absorbed within the private sector or put through established manpower training programs.

U. S. DEPARTMENT OF LABOR

MANPOWER ADMINISTRATION

Action

I. Flying Squads. The Department of Labor should have available teams of experts to move immediately into areas of sudden mass layoff to institute remedial action, with particular attention to the problems of older workers. A model plan should be designed based on the experiences of Studebaker, Armour, etc., which could be adapted to meet local conditions. (Workshop II)

II. Technical Assistance. Technical assistance teams of qualified public and voluntary personnel should be organized, trained and available to provide consultation and continuing assistance to community leaders in setting up and operating effective older worker training and placement programs. (Workshop I) The teams should be fully versed in the findings, to date, of Experimental and Demonstration projects -- not only those limiting their clientele to older workers, but those with wider age spreads which have included substantial numbers of older workers. Findings with respect to outreach, staffing, need for counseling and supportive services, successful job development techniques, etc., should be available to minimize unnecessary trial and error. (Staff Recommendation)

OFFICE OF MANPOWER PLANNING, EVALUATION AND RESEARCH

Policy

I. Project Duration. The Office of Manpower Planning, Evaluation and Research should extend the terms of Experimental and Demonstration projects, particularly those for older workers. Terms of two to five years are suggested, to permit realistic tooling up, an adequate action period and long-range evaluation of results. A longer term is essential for agriculturally-oriented projects, because of the timing of planting and harvest. (Workshops I and II)

II. Personnel Policy. Provisions for acquisition of Experimental and Demonstration project personnel should be liberalized to permit the hiring of qualified part-time people, in order to overcome the problem of interesting high-calibre professional leadership in full-time employment with short-term projects. (Workshop I)

Action

I. Project Expansion. More research, demonstrations and analysis are needed to

design effective older worker programs. New projects should be developed in new geographical, occupational and industrial areas. (Workshop I)

II. Expedition. Expediters are needed to move proposals for Experimental and Demonstration projects to the contract and funding stage more rapidly. (Workshop I)

III. Application of Findings. The example of the military should be followed by providing for automatic and immediate application, in on-going programs, of all reliable research findings relating to the training and placement of older workers. (Sheppard)

Method

I. Outreach. Successful outreach methods can include the use of churches as communication centers (See Miller), mobile recruitment, urban and rural, with vans and buses, after advance publicity through previously organized community coordinators and councils (See Howard); recruitment through welfare agencies, through Community Action Program field workers, through random door-knocking and through already enrolled trainees. Demonstrated concern on the part of community leadership, evidenced through financial support and contributed time, is needed to search out disadvantaged adults and make them feel a wanted and needed part of the community. (Workshops II and VII)

II. Over-Recruitment. Over-publicizing and over-recruitment should be avoided, especially in rural areas where employment opportunities are fewer and serious disillusionment and total withdrawal can follow the arousal of unfulfilled hope. (Workshop II)

III. Role of Peers. There is an important role to be played by peers of the target group in recruiting and motivating older trainees. Projects should be cautioned, however, that peers should be drawn from similar backgrounds but should be sufficiently removed that they and the client group can relate to one another comfortably and non-competitively; and that they should have intellectual appreciation of the program's objectives and have high motivation -- a sense of concern and dedication, a "feeling for what they are doing." (Workshop II)

IV. Local Financing. To avoid the problems of delayed timing in getting approval or extension of government contracts, project directors should be encouraged not to depend wholly on government funds but should seek financial and other support from business firms, labor unions, foundations and similar organizations. The potential of industry-financed training (as through the Business Coordinating Council of Northern New Jersey) should be explored. (Workshop II)

BUREAU OF APPRENTICESHIP AND TRAINING

Action

I. On-The-Job Training. Much more emphasis should be placed on stimulating employer experimentation with on-the-job upgrading of employed adults and on-the-job training for unemployed adults, coupled with institutional training as necessary. Such training could be publicly subsidized, is less expensive than institutional training, is psychologically sound, may obviate much of the need for supportive services and simplifies the post-training placement problem.

An agressive program should be undertaken with industry (see Kopas) to restore the functioning of the job progression line which in the manual skills era assured a steady supply of trained labor at every skill level.

This can be accomplished in the "head-skills" era through a new four-part kind of On-the-Job Training (see Kopas). Such a program would permit employed older workers to upgrade their skills on the job, and pre-qualifying training could open entry jobs to the hard-core, with assurances of opportunity to climb the job ladder.

II. Basics In Industry. Industry should be sold on hiring full-time educators whose responsibility would be offering basic education to those interested employees. By opening up this new market to educators, colleges would be encouraged to involve students in the "new" field of adult education. (Rasof)

III. Job Instructor Training. Small employers are a very important source of employment and On-the-Job Training opportunities for older workers. However, they usually lack a training director or formal training department. Some professional help should be provided the small employer to enable him effectively and safely to train his new employees. It was suggested that the Job Instructor Training (JIT) technique developed by the Training Within Industry Branch of the War Manpower Commission during World War II -- "one of the best training programs that was ever developed" (Watkins) -- be utilized. This method of training lead men, group leaders and supervisors to be good instructors was said to be easily carried out by an employer after one demonstration.

IV. Employee Motivation. Ways are needed to motivate employed workers to train while they are employed, in order to maintain their employment and prepare themselves for advancement. Universities could help in instituting and stimulating interest in such programs. (Workshop VI)

UNITED STATES EMPLOYMENT SERVICE

Policy

I. Goal-Setting. As the emerging manpower agency, the Employment Service should decide what it can do for older workers and where they can best be used in the public and private sectors of the economy. (Workshop X)

> This recommendation carried overtones of a theme suggested in principal addresses at the Conference: the concept of the government as employer of last resort and the idea that there is a responsibility now to devise ways and means of providing meaningful training and employment experience for all who are able and willing to work.

II. Financing. The Employment Service should recognize that a serious older worker unemployment problem exists and will not go away and that it can be solved, or at least ameliorated, only by the continued and continuing financial support (in contrast to short-term special emphasis as in the past) necessary for the hiring, training and supervision of professional staff to engage in continuous research, to design and redesign training courses for older workers and to provide them with employment counseling and special placement services. (Coleman and Staff Recommendation)

> This recommendation and the one that follows, both suggested by Mrs. Coleman, did not obtain a consensus in the workshop on "Employment Services -- What More is Needed?" They are advanced here as staff recommendations because the evidence of Coleman, Stahler, Eisdorfer, Belbin, Kopas, Galvin, Shutes, Howard, Piron, Riley et al wholly supports the need for continuing research and the thesis that specialized approaches are required.

III. Counselor Specialization. The State Employment Services (and large private, non-profit, multi-service agencies) should be encouraged to hire, designate and train counselors whose specific and sole responsibility is the direct personal counseling and provision of special placement service for older workers. (Coleman and Staff Recommendation.) The pattern proposed in the Odell testimony (See Appendix III) before the Select Labor Subcommittee of the House Committee on Labor and Education should be followed. (Staff Recommendation)

IV. People-Oriented Policy. The War on Poverty demands that the State Employment Services become oriented toward the individual rather than exclusively toward the job and the employer. (Workshop III)

V. State Training Policy. There is need for reorientation of the thinking and policy of some State Employment Service officials who are reluctant to invest in older worker training, and a need for wider education as to the feasibility of such training. (Workshop II)

- MDTA training of workers in the 45-plus age group pays. It has long-run economic and social values that suggest that availability of such courses should be greatly expanded. (Workshop VIII)

- Based on the South Bend experience of Project ABLE, the only demonstration project from which any significant number of older workers was admitted to MDTA training, it was concluded (see Fahey) that training should be more generally offered to unemployed older workers because it improves their skills, their self-concept and their general acceptability to employers, irrespective of results in terms of immediate job finding in the occupation for which training was given.

- The values should be judged by weighing the costs of training vs. the costs of not training; not by weighing the costs of training older vs. the costs of training younger workers. (Workshop VII)

- The cost accounting should also evaluate the long-run social effect of older worker training and employment on the trainee's wife, his children and grandchildren. (Workshop VII)

- If publicly supported welfare costs are to be reduced, there must be concern with full utilization of the middle-aged. All social insurance programs (Social Security, Medicare, unemployment insurance, etc.) as well as voluntary pension and insurance plans, tend to be wage or employment-related, so a person who does not work does not accrue benefits under these programs and is more likely to become a public charge. (Workshop VII)

- "With $5,000 per trainee, we can succeed with 80 per cent of these people or more. We can get 80 per cent of them off welfare. And of course welfare would use up $5,000 in less than two years." (Galvin)

- "There is much evidence to show it pays, in various economic criteria, to train people even up to age 55 in industrial skills. It is sound public policy, leads to economic growth and more than offsets costs." (Belbin)

- "Any money spent in training will come back in income tax in a very short time." (Lisak)

- The South Bend follow-up study of Project ABLE shows that training is valuable per se. Whether the older worker obtains work in the occupation for which he was trained or not, his psychological attitudes are so improved that he is in a vastly improved position to obtain employment. (Fahey)

- Studies in Tennessee (Solie) and West Virginia (Somers) showed that older trainees benefited, in subsequent employment more than younger trainees. Older trainees' post-training experience was better than their pre-training experience. (McKechnie)

- Under contract with the City of New York, the Port of New York Authority has trained 1,600 (will be 6,000 by the end of the year) in basic occupational skills. The average age has been 36. About 15 per cent of the total have been over 45. Training courses are short-term -- two or three months. The annual cost is $1.8 million. The City has already closed out 350 welfare cases as a result, at an annual saving of $1.5 million. "Within two or three months we can give a man the skills to go out and get a well-paying job, for example, truck drivers at $2.50 or $3.50 an hour. Some are bringing home close to $200 a week." (Riley)

- "The more the older worker can earn, the more he can contribute to the development of the children still under his roof, and the less he will contribute to the poverty of his children who have struck out on their own, through the requirement of financial assistance from them. Learning and earning grandparents, older uncles and aunts are very necessary as self-sufficient role models for younger children in the extended family so often found in low-income groups." (Brazziel)

- "Basics, significantly and for reasons not yet thoroughly understood, seemed to contribute to mobility and levels of aspiration. More graduates from curriculums including basic education deliberately sought higher paying jobs, some to the extent of leaving the field they were trained for and entering and learning new jobs while working at them. All attributed much of their courage to reach up and their ability to keep their feet in this mobility to the perspective, academic background and confidence gained in the basic program." (Brazziel)

VI. Outreach. The State Employment Services should be financed nationwide for outreach to those unemployed, of whatever age, who are not registered as job-seekers

and are in need of manpower services. Such action -- proved by Experimental and Demonstration projects to be essential to any attack on hard-core unemployment -- should be taken by the Employment Service itself or through a working agreement with Community Action Programs or other community agencies. (Workshop X)

VII. Lifetime Counseling. The need for counseling should be recognized as recurring at any time in the work-life cycle as individual occupational or labor market changes may occur. (Workshop IX)

VIII. Systems Approach. A "systems approach" to the training and placement of unemployed older workers is essential: recognition that the problem is a complex of many elements, each inter-acting with the other, embracing social, personal, economic, educational, occupational, motivational, family and community factors and that resolution of the problem requires attention to them all. The findings and recommendations of Ulrich, Belbin, Galvin, Miller, Howard, Aramony, Woolston and Shutes should be studied as a basis for designing an effective older worker training and placement program. (Staff Recommendation)

IX. Professional Consultants. The State Employment Services should be financed to utilize consultants on a part-time basis, as necessary, to provide psychological, psychiatric and other professional services for older workers. (Stahler)

X. Employment Standards. In determining labor demand and arranging training courses, the Employment Service should insist that institutions offering employment to trainees pay more for their increased productivity, resulting from training, than they pay for inexperienced workers hired for training on the job. (Houstoun)

XI. Individual Approach. Older workers cannot be regarded as a homogenous group who can be pigeon-holed into pre-defined kinds of jobs, especially low-paying jobs in voluntary health and welfare agencies. Older workers should be approached and counseled as individual participants in the labor market. (Workshop VIII)

> Experience in the Baltimore demonstration project showed that service jobs in public and non-profit making institutions, so often advocated for "older workers," were not in fact a solution for many of the individual workers. The pay was inadequate, the working conditions unsuitable as to hours or shifts, and the physical demands of the jobs were sometimes inappropriate. Broadside attempts at job development in private industry also failed, because the appropriate applicants were not always forthcoming. A preliminary detailed, specific analysis of the individuals job strengths, so that the placement effort could be equally specific, was the most successful method.

Although the Employment Service has a much larger field of applicants from which to select than has any temporary local demonstration project, detailed and concentrated counselling of older workers would seem to be called for in the Employment Service also. Advance presumptions as to categories of occupations suitable for any age group do not lead to good service either to job seekers or to employers.

Legislation

I. Employment Service Modernization. Legislation is needed, with provision for a national planning component, to modernize the Employment Service across the board. (Workshop IV)

The Employment Service should be financed and staffed to assure a total service to the community -- not just in behalf of the disadvantaged, but in behalf of a representative cross-section of workers available and seeking work. Such a total service should assure the older worker his fair share of all services available through the system and the same reasonable chance at a job as any other worker. Counseling, training and job development for older workers should be strengthened to close the gap in the percentage of those unemployed and those trained, counseled and placed. (see Odell, Appendix III) Political commitment on the part of the Congress and administrative commitment on the part of the State Employment Services are essentials to these ends. (Workshop X)

> "The problem is to strengthen the entire Employment Service. An effective Employment Service is one of the major keys to an effective manpower program." Across the nation, the Employment Service must "utilize techniques known to be effective: the reach-out, the development of inventories of experience, resumes, for non-professionals; encouragement of job-seekers to exploit the aptitudes and skills in which they are most proficient, help them in exploring the relationship of these aptitudes and skills to other demand occupations, testing of aptitudes, encouragement of skill improvement, help in preparation for interviews, referral to training and retraining, and individual job development and selling of the values of the individual older worker." (Jirikowic)

II. Contracting-Out Authority. In the absence in the Employment Service of realistic aptitude testing devices, geared to low-educational level clients, the Employment Service should be given legal authority to contract out for work sample testing (tryout on a wide variety of jobs) which has proved to be a practical and effective method of assessing trainability. (Workshop X)

III. Required Listings. If and when the Employment Service has automated equipment in general use (as in Project LINCS), government agencies and government contractors should be required to list their job openings with the Employment Service, in order to give older workers and others who are unemployed wider exposure to job opportunities. (Workshop X)

Experiment and Demonstration

I. Community Manpower Structure. There was widely expressed need -- four different workshops grappled with the problem, -- for some kind of rational manpower structure at the community level -- a mobilization of the community and a representative cross-section of the power structure to participate in research, fact-finding and planning of special efforts to place the hard-core unemployed and to provide improved services, including services for older workers.

The most specific recommendation came from Mr. Stahler. It is combined, in the following, with other Workshop recommendations and with staff recommendation that funds to implement the Experimentation be sought through the Higher Education Act of 1965, and that initiative be taken by the Employment Service. This Act authorizes Federal grants to strengthen community services and to carry on continuing educational programs to assist in the solution of community problems.

Proposals for such projects were invited by Mr. Bushnell.

The recommendation:

> The Employment Service should stimulate university requests for grants, under the Higher Education Act of 1965, to conduct a half-dozen pilot programs for the establishment of Community Manpower Councils. The Council would concern itself with manpower trends, employment opportunities, manpower resources, training needs -- the entire supply and demand picture in the area -- at all occupational and skill levels. The purpose would be to define local manpower problems, analyze causes, appraise the social and economic costs of imbalance in supply and demand, and exercise leadership, recommending needed action and following through. The Council would seek to identify blocks to communication and to create needed communications channels, identified by Workshop I, as follows: channels for continuous fact-finding, analysis and planning between layman and layman, between layman and professional, between different systems -- voluntary and public -- and between levels of government; channels through which local needs can be communicated to appropriate federal agencies and channels through which local communities can be fully informed about the wide

variety of federal legislation and programs bearing on the problems of training, employment and community action and the step-by-step procedures for applying and qualifying for assistance from the various federal funding agencies. Membership would include employers, labor leaders, Employment Service people, Vocational Rehabilitation people, educators, representatives of religious bodies, representatives of social agencies, research people, university people -- whatever representation is needed to help with various facets of the local problem. Lay leadership would be sought out and developed. The Council would be headed by an outstanding citizen capable of commanding support in the community -- a leading and civic-minded employer, a university professor of economics, for example. The organization plan would provide for an executive or steering committee, with a series of specialized sub-committees. The Council would have paid staff (financed by the Employment Service as the government agency most directly concerned with manpower problems) and would utilize the services of consultants and experts on a continuing basis. Information would be kept current and fed to all concerned agencies, including education and training facilities, and the Council would be responsible for stimulating changes in the operations of the Employment Service and other agencies in response to local need. Present specialized local committees concerned with employment of older workers, the physically handicapped, youth, minority groups, etc. would be represented in subject committees of the Council, and job development activities would be coordinated and organized, with employers, organized labor and specialized agencies and organizations participating, to the end that job-seekers would be considered on the basis of their qualifications, without regard to age, disability, race, national orgin, inexperience, etc. (Stahler and Staff Recommendations)

Research

I. Dimensions of Problem. More adequate information should be gathered on the real dimensions of the employment problem of the 45-plus and successful efforts to deal with it, as foundation for the employer education program recommended under "Public Education," this section. (Workshop I)

II. Counseling Techniques. Research should be undertaken or supported by the Employment Service to identify the significant differences in method and approach to the counseling of older workers, in contrast to work with youth and other groups (see Coleman, Stahler). These need to be systematically studied and translated

into specific training courses for counselors assigned to serve older workers. (Workshop IX)

III. Test Development. The Employment Service should undertake or support research leading to the development of non-verbal and "culture fair" tests. Future test development research should be so directed that test norms developed are validated and cross-validated on populations to whom the tests are to be applied. (Workshop III)

IV. Job Dilution. The Employment Service should initiate a national pilot project for occupational and labor market research to examine all skilled and professional occupations in which true shortages, due to lack of skills, exist or can be foreseen, to determine how they can be broken down into technician and aide components which would be suitable for trained older workers. Professional organizations, unions and universities should be involved in the study, as appropriate, to provide assurances against lowering of standards. The project should evolve clear job definitions, standards and recommendations for compensation levels. (Workshop IX)

V. Psychological Analysis. The Employment Service should engage in a pilot project to (1) provide in-service training for interviewers and counselors to recognize certain psychological factors found by the W. E. Upjohn Institute (in a study in the Erie (Pa.) State Employment Service office) to be related to job-finding success and (2) to place additional informed emphasis on service to those found to be deficient in these characteristics.

> (Specifically, the Erie study (See Sheppard) found (1) that a much higher percentage of workers with high "achievement motivation" and low "job-interview anxiety" obtained their own jobs; that a much higher percentage of those with opposite characteristics obtained their jobs through the Employment Service; and (2) that the "age self-concept" was more significant than chronological age: that older workers who consider themselves young have better job-finding success than young workers who consider themselves old.

It was recommended that the pilot project examine (1) whether applicants with low achievement motivation and high anxiety can be identified and given more intensive service and (2) whether techniques developed by David McClelland, Harvard University psychologist, to build achievement motivation in entrepreneurs have validity with respect to unemployed wage earners. (Workshop X)

VI. MDTA Enrollment. The Employment Service should undertake a study to find out why more older workers are not enrolled in MDTA training -- whether they do not know about the program, are not interested or are being screened out. (Long)

VII. YOC Study. A study should be undertaken to learn what of relevance has been learned from youth training and opportunity center programs: how these findings may apply and in what respects other specialized techniques are needed in order to provide similar older worker services. In discussing this recommendation, workshop participants cautioned against wholesale, short-cut transfer of effective youth techniques to older worker programs and emphasized that the problems of the two groups are quite dissimilar: "We need much more in the way of fact-finding, analysis and experimentation." (Randall) (Workshop I)

Action

I. Program Control. The USES should take whatever action is necessary to assure that funds budgeted and granted to State Employment Services for older worker programs are used for that purpose and are not diverted to other activity. (Staff Recommendation)

II. Public Education. The Employment Service should undertake -- and the present time is strategic because of the tightening labor market -- a strong and widespread educational campaign with employers, similar to the "Employ the Physically Handicapped" campaigns, to obtain acceptance of trained and retrained older workers and to obtain top management commitment to a positive "no age limit" policy: "This company hires workers of all ages. Applicants of all ages should be interviewed." (Workshops I and VIII)

(A 1965 Department of Labor survey of 540 firms that hired 89,000 workers in 1964 found that only nine per cent of hirees were 45-plus, compared with 27 per cent of the unemployed and 30 per cent of Employment Service registrants.

Out of total hires, one out of five employers had hired no 45-plus. Half had hired less than five per cent. One out of five had hired at least 15 per cent. Establishments with affirmative "no age limit" policies hired the greatest number, but only one firm in six had such a policy.) (Holiber)

Campaign materials should be specialized for large firms and for small employers. (Workshop I)

III. Counselor Training. Specialized in-service training should be provided for all older worker counselors, and the CAUSE program for out-service university training for youth counselors and counselor aides should be broadened to include specialized training to prepare counselors to work with the specialized problems of unemployed adults and older workers. The training should include instruction in economics and in the make-up and dynamics of the labor market (see Ziegler), in addition to training in the psychological aspects of counseling. (Staff Recommendation)

(Despite more than quadrupled appropriations for out-service training of Employment Service counselors, this training has been confined to youth counselors and has actually resulted in a drawing-off of experienced older worker counselors and a depletion of their ranks.)

Counselors should be trained to know and use supportive community services in related fields of health, education and welfare. (Workshop IX)

"The Employment Service will be effective in assisting the older worker to meet his employment needs only to the extent that it does so in concert with all other agencies and institutions concerned with the older worker and his economic needs." (Levine)

"If the Employment Service looks to its task independently of what the rest of the community does, it is failing to utilize fully the resources which it should be using. Community Action groups have the coordinating responsibility, but the Employment Service must work cooperatively with all community agencies to see that the hard-core receive the services they require." (Lovell)

IV. Selection for Training. Workshop III concerned itself with selection techniques and, in particular, with aptitude tests. The validity of the General Aptitude Test Battery for use with older workers of limited education was questioned, since it is validated for use with "main stream" American workers who have had at least sixth to eighth grade education. The chairman, Dr. Morris Vitelis, distinguished Professor of Psychology and Dean of the Graduate School of Education at the University of Pennsylvania raised serious questions about the use, with older workers, of tests that have not been specifically validated and cross-validated on older worker populations. (See Research Recommendation III). The following are recommendations:

The practice of not referring older workers to training because in the opinion of the interviewer they are over-age for employment must change. It is believed the Employment Service may be misinterpreting the law in applying to the individual older worker (rather than to the labor market) the specification that there must be reasonable prospect of employment.... Reliance on the GATB with undereducated, older adults, without other assessment, (through depth interview, work history evaluation or sample work tryout) has resulted in screening out from MDTA older trainees who could be made employable. Experimental and Demonstration project experience has proved that the hard-core unemployed, frequently regarded as unable to profit from vocational training, can be

trained and placed. The use of current tests in selecting older workers for occupational training should not be discontinued, but weaknesses of the tests should be recognized by those who construct and use them. Instead of slotting people, especially those with long work history and skills, into established training programs, the Employment Service should use work history items more widely in assessing skills and potentials of older workers, and training should be adapted, thereby, to individual needs. As a substitute for, or in addition to, standard paper-and-pencil tests, consideration should be given to assessing abilities by observing performance and interpreting test scores. (See Legislative Recommendation II) (Workshop III)

The experience of Project EDREHAB (See Pallone), the Detroit Skills Center (See Galvin), the Williamsport Community College (See Carl) and other private, non-profit facilities which have enrolled, trained and placed older workers with unacceptable GATB scores should be explored and this experience utilized to bring about change in Employment Service selection methods wherever necessary. (Staff Recommendation)

V. Expansion of Training Opportunities. The MDTA program must be expanded to meet something like the real needs of the people, including older workers specifically (Workshops II and IV). This need was expressed as a "demand" by Workshop II, that State Employment and Education officials,"stop dragging their feet."

Present programs should be reviewed in an attempt to broaden the range of opportunities for older workers beyond the narrow prospects presently apparent. Emerging fields of service by older people to older people and by older people to younger people should be actively developed. (Workshop IV)

Consideration should be given to expanding the job family approach to training. For example, there should be training for clerical skills, starting with filing and advancing to more complicated duties, determination as to how far an individual trainee can go to be made through a combination of observing performance and interpreting test scores. (Workshop III)

VI. On-the-Job Training. Much greater emphasis should be placed on On-the-Job Training (under MDTA) for older workers. (Workshop VIII) (See Action Recommendation I under USDL - Bureau of Apprenticeship and Training)

VII. Follow-Up. Post-training follow-up should begin with the first day of placement. (Workshop IV)

VIII. Application of Research. At their termination, the successful features of current Experimental and Demonstration programs for older workers should be incorporated as integral parts of local Employment Service and Community Action programs. (Workshop I)

The Employment Services should draw on the experience of the NCOA-sponsored E & D project of the Baltimore Area Health and Welfare Council, Inc., which demonstrated that individual job development, based on the counselor's knowledge-in-depth of the individual job-seeker and his assets and liabilities in the labor market is the key to successful placement of older workers. (Staff Recommendation)

> This project succeeded in placing older workers with employers who had advertised age restrictions, because it was able to offer thoroughly screened and qualified people. Detailed information is the key to helping the applicant organize his work experience and is the basic dynamic in helping the employer to evaluate his (negative) attitudes..... The employer can be sold when he is persuaded that what he really wants is someone to do the job. (Sprenger)

IX. Group Guidance in Job-Finding. The USES should further stimulate the State Employment Services to institute as part of their standard operations, group guidance for older workers in labor market facts and job-getting techniques. (See Frank, Shutes, Long, Ziegler) (Workshops IV and IX)

> Individual and group counseling are basic to the success of pre-training basic education and vocational training. Program planners of training and re-training programs should recognize the differences between subsistence-level applicants (who tend to need and profit from individual counseling) and applicants with a heretofore stable employment history (who tend to profit from group counseling in which they can discuss problems with their peers). (Workshop IV)

Special training should be provided for group leaders, specially selected for appropriate personality characteristics and group leadership capacity (see Schon). The guidance should include assistance in the preparation of resumes, group sharing of experience and self-analysis, instruction in the basic facts of the job market, where opportunities lie, how to fill out an application, how to present onesself in an interview, elements of grooming and behavior, employer motivation, elements of test-taking, role-playing, etc. It should assume a lack of understanding on the part of the group of the mechanics and the economics of the labor market (see Ziegler). Action should begin early. Individuals who do not expect call-back should be drawn from the unemployment compensation lines before they experience long-term unemployment. (See Ziegler) (Workshop IX)

New Jersey State Employment Service has demonstrated that average unemployment can be cut from 11 weeks to a little over four weeks by giving newly unemployed workers labor market and economic facts: "You can make people self-sufficient in the American labor market if you give them the facts."

X. Employer Panels. The USES should stimulate State Employment Services to institute as part of their standard operations the use of panels of personnel and hiring officials as consultants to older worker counselors. (Workshop IX)

This device has been particularly useful (See Watkins) to older workers who have become discouraged and uncertain because of repeated rejection. The employer panel helps the older worker to evaluate himself objectively in the labor market and to face and deal with reasons other than age that may be inhibiting his job-search.

XI. Job Development. Employers should be urged to list more job orders with the Employment Service. (Workshop X) More attention should be given to the untapped areas of the public sector for the development of job opportunities for the older worker: not just existing government employment, but new service jobs under OEO and other auspices. Specific possibilities mentioned for further exploration and definition on a national basis were occupations in the school lunch program employing a quarter of a million people a year, half of them 45 and over (see Ash); homemakers (see King), agri-business occupations (see Ash); Senior Home Repairers, keepers of public property legally impounded by civic authority and home health aides (see Fait) and a wide variety of full-time and part-time job possibilities identified by the staff of NCOA in connection with its Office of Economic Opportunity contract (see Ossofsky). (Workshop IV)

XII. Technology. The pilot Employment Service LINCS project in California for automated matching of men and jobs -- based on detailed pertinent information -- should be extended more widely, in order to make efficient use of Employment Service personnel. (Workshop X)

XIII. Training for Under-Employed. The Employment Service should initiate cooperative arrangements with labor and management for early identification of workers becoming occupationally obsolete (as evidenced by unemployment during busy seasons, for example) and provide for up-dating training for the under-employed before they become hard-core unemployed. The Utah experience with MDTA programs for carpenters, structural iron workers and sheet metal workers should be studied in this connection. (Staff Recommendation)

XIV. Timing. Time gaps between initial counseling and assignment to a training program should be eliminated or shortened as much as possible. (Workshop IV)

XV. Supportive Services. In conjunction with skill training, individual needs should be assessed and counseling and supportive services supplied as needed. (Workshop VIII). The motivation of older workers to stay in training will often hinge on the availability of such services, to help them cope with the problems of everyday living. (Workshop II). Ancillary services available to the trainee should include those mentioned under Policy Recommendation VIII. In providing ancillary services, related appointments should be made on the same day to avoid the time lag which often results in loss of the client from the program. (See Woolston) (Workshop IV)

XVI. Indigenous Role. Vigorous efforts should be made to involve older workers in any community effort to plan, organize and conduct employment and training programs for them. (Workshop V)

XVII. Trainee Initiative. The trainee should be allowed to play a significant role in his own job placement. (Workshop IV)

XVIII. Volunteers and Sub-Professionals. The Employment Service should experiment with trained volunteers, including indigenous personnel, and with sub-professional community aides, counselor trainees and interns.

XIX. Part-Time Labor Pool. Inasmuch as many adults are unable to work a full week, and many jobs are half- or part-time, some attempt should be made to utilize this "work force." For example, perhaps training can be followed by placement into a labor pool, operated by the local Department of Labor office, from which adults may operate "full time" on a contingency basis not unlike those who work full-time through casual labor office placement. (Rasof)

XX. Private Agencies. The Employment Service should take the initiative in building closer cooperation with private non-profit employment agencies. (Workshop X)

XXI. Sheltered Workshops. Sheltered workshops or other quasi-competitive employment opportunities should be made available for those older workers who are unable to remain in or return to the competitive work force. (Workshop IV)

U. S. OFFICE OF EDUCATION

GENERAL

Policy

I. Financing of Counseling and Research. The U. S. Office of Education, in preparing budgets, should recognize that a serious older worker problem does exist and will not go away, and recognize further that this problem can be solved or greatly ameliorated only by continued financial support necessary for the hiring, training and supervision of counseling staff needed to provide direct services; for continuous research in older worker counseling techniques and methods, and for continuous research in the design and redesign of training courses for older workers and for those who work with them. (Staff Recommendation)

(This recommendation of Mrs. Marguerite Coleman with respect to budgeting policy of all government agencies was made in the workshop on "Employment Services -- What More is Needed?" It did not obtain a consensus in that workshop. It is advanced here (and in the section on Employment Service) as a staff recommendation, on the ground that it is wholly supported by the evidence of Coleman, Stahler, Belbin, Kopas, Galvin, Shutes, Eisdorfer, Piron, Riley et al that special techniques are required for effective older worker training, counseling and placement.)

II. Values of Training. It should be recognized that it pays to train workers in the 45 to 65 year age group. The value should be judged by weighing the costs of training vs. the costs of not training, not by weighing the costs of training older vs. the costs of training younger workers. (Workshop VIII) (See Action recommendation III under USDL - Employment Service)

Legislation

I. Counselor Training. Counselor training features of the National Defense Education Act and the Vocational Education Act should be extended, to provide training for counselors of adults on the same scale as is now possible for school counselors working with children and youth. (Workshops IV and IX) The training should be not only in the psychological aspects of counseling, but in economics and in the make-up and dynamics of the labor market. (Workshop IX)

II. Secondary Education. Section II(b) of the Economic Opportunity Act (or other appropriate legislation) should be amended to permit expansion of high school

equivalency opportunities, since high school completion is a pre-requisite for most employment. (Workshops IV and VI)

A tremendous public demand for such opportunities -- "a stampede," "they break down the doors" -- was reported. "Relatively few" are now eligible for high school equivalency programs under Section II(a) of the Act because the EOA has limiting eligibility factors.)

Research

I. Teaching Techniques. Special training techniques geared to adult learning methods and related to adult life are required for greatest effectiveness. Much more research is needed to identify the techniques most effective in teaching adults and to adapt the Belbin and European methods to the American scene. The potential for university research in this area under Title I of the Higher Education Act of 1965 should be explored. (Workshop VII)

It was felt there would be greater willingness of Employment Service personnel to refer 45+ workers to manpower training courses if greater assurance were provided that they can be trained effectively, as the European experience has demonstrated.

Dr. Eisdorfer expressed the need for greater research. Dr. Belbin said: "Research on older trainees is in its infancy. Everything that is known has been learned in the last five years. Older worker pedagogy is a subject in which there are wonderful opportunities to make an active contribution to solving some of the problems of our society -- a positive approach rather than compensation for the loss of earnings."

II. Curriculum Laboratories. In the research to be undertaken in the curriculum laboratories being established under the Elementary and Secondary Education Act of 1965, study should be undertaken of the educational needs of urban and rural older workers and the design of basic and vocational education programs geared to adult learning methods and geared to the specialized needs of the locality or region and to the needs of different kinds of people, urban and rural. Laboratories and resource centers should be established in large cities and in regional centers accessible to rural areas. (Staff Recommendation, expanded from Recommendation of Workshop VI which dealt only with basic education)

The curriculum laboratories are designed to identify and assess educational needs at local levels, begin new programs to meet them, field-test them and disseminate results. It is

hoped this approach will significantly reduce the lead time between identifying better educational methods and actual practice in the educational systems. David Bushnell, Director of the Division of Adult and Vocational Research, U. S. Office of Education, who discussed this program said, "None of the laboratories has older worker education as a primary responsibility, but conceivably this group will receive increasing attention -- and should." Those centers involved in study of school organization and education administration will be addressing themselves in part to the problem of adult education and training and retraining of mature workers. Those looking into the question of individual and cultural differences in education and how they affect the learning process will also find themselves involved."

Action

I. Regional Libraries. Because of the emphasis in the United States on community projects, often unrelated and uncoordinated, there is need for regional libraries to make available curriculum material and information on adult training methods and procedures of proved effectiveness which have been applied in various circumstances, and to give access to the best possible methods for solving teaching problems which arise. No central systematic way exists at present for teachers to find out what materials are being developed. (Belbin) (Workshop VI)

BASIC EDUCATION

Policy

I. Cooperative Effort. To qualify for training or employment, many older potential wage-earners need basic education. So do many mothers whose school children need their understanding and support in their studies. To reach these people and to develop programs of basic education geared to their needs, Education needs and should seek the cooperation of other public and private agencies on all levels of government and community organization. (Workshop VI)

II. Teacher Training. Special pre-service and in-service training should be mandatory for teachers of basic education for adults. (Workshop VI)

Greenleigh Associates' studies show the need for sound orientation plus continued in-service training. They emphasize that teaching adults who come with considerable knowledge, understanding and lifetime experience, and usually with specialized personal goals, is not like teaching children. Teachers must be able to accept and deal with

adults as adults and must understand why people are functionally illiterate. The ability of teachers to empathize appears to be a crucial factor. (See McCalley)

III. Systems Approach. A "systems approach" to adult basic education is essential. Physical examinations may be necessary, eyeglasses, hearing aids, other health services; also provision for child care, car pools or other transportation arrangements; psychological services, legal assistance, housing assistance, emergency loans, debt adjustment aid, volunteers for home visiting, tutoring and orientation of the family to the program. (See Ulrich, McCalley, Shutes, Galvin) (Workshop II)

IV. Employment Counseling. For most older enrollees who are motivated by a desire for employment, counselors are needed who, in addition to helping with personal problems, understand the labor market, can relate educational and vocational goals, can help the administrator plan goal-related courses and can help the trainees in proper course selection.

Research

I. Test Development. Adequate measures of achievement are needed for adults in basic education. The objective tests which are in use have been standardized for children. Good objective tests which do not create fear and frustration in adult students are not available. There is a crying need for tests which have been standardized for the Spanish-speaking. (McCalley)

II. Teaching Time. Experiments should be designed to determine the optimal time required to train an adult to job-entry level. (Rasof)

Action

I. Teaching Materials. There is a critical lack of adult-oriented and occupationally-oriented teaching materials related to adult interests and their needs. (See McCalley, Ulrich, Brazziel, Rasof.) Action is needed to stimulate the production of basic education reading materials for vocational trainees which use real problems encountered in the shop as the point of departure: job orders, bills of lading, blueprint specifications, repair manuals, union contracts, plant regulations. For housewives basic education materials should be based on home and family problems: budgeting, shopping, interest rates, welfare assistance grants, child care, etc. For students aiming at high school equivalency, the approach should be broader. (Workshop VI)

II. Coordination of Programs. Federal machinery should be established for coordination of the work of agencies administering the several Federal programs under

adult basic education programs can be funded: MDTA and Titles II(a), II(b) and V of the Economic Opportunity Act. (Workshop VI)

III. Basics Within Industry. The Federal government should establish a unit to promote the development within industry of basic education programs as foundation for the upgrading of employees' skills. (Workshop VI)

IV. Local Coordination. A local mechanism is needed to coordinate the fact-finding of local groups concerned with basic education. Identification and evaluation of local manpower shortages and surpluses should precede action. Priorities should be established accordingly. (Workshop VI)

V. Workshops. Statewide and local workshops should be arranged to instruct concerned agencies in the provisions of Titles II(a), and II(b) and V of the Economic Opportunity Act, the Manpower Development and Training Act, the Higher Education Act, the Elementary and Secondary Education Act and other Federal legislation bearing on education and to provide guidance in how these Acts can be utilized, singly or in combination. (Workshop VI)

Method

I. Teacher Recruitment. Careful recruitment and selection of teachers are essentials. The North Carolina plan of recruitment and training of holders of baccalaureate degrees who are not licensed teachers should be evaluated. The utilization of day-time teachers of children as night-time teachers of adults should be discouraged because they come to night-time classes fatigued. The ability of teachers to empathize appears to be crucial. (McCalley, Neff)

II. Screening. Adults for whom an educational competency seems unlikely, in the given maximum of twenty-six weeks of basic education, should be screened as to past records of employment in the hopes of upgrading them to meet the current market. In addition, a concentrated program of physical rehabilitation should be prusued so as to offer the prospective employer a sounder health risk. It is very likely that the 45-year-old-and-up adult will be a major portion of this group. (Rasof)

VOCATIONAL EDUCATION

Policy

I. Special Techniques. Special training techniques geared to adult learning methods and related to adult life are required for greatest effectiveness. (Workshop VII)

II. Lifetime Training. Vocational education research and planning should focus on the problem of providing lifetime access to training at whatever point is necessary

in order to update and further upgrade skills. (Rasof)

Dr. Rasof pointed out the need for provision for maintenance of skills by return to training.

Garth Mangum: "Everything we are doing will hurt, not help, the older worker, unless we eliminate the arbitrary cut-off at 18 or 21 or whatever age, and build in a flexible mechanism which allows people to return to education at any point that would be of advantage to them, the labor market and society, and return again to the labor market when it is most appropriate."

III. Supportive Services. Skill training alone is not always enough. Individual needs should be assessed and counseling and supportive services supplied. (Workshop VII) (See Method - Recommendation I under Basic Education)

IV. Teacher Recruitment. The problem of recruitment of teachers for vocational education can be eased by teaching journeymen -- employed and retired -- to teach. The assistance of local trade and industrial education people should be sought. (Workshop II)

V. Land Grant Colleges. Land-grant colleges have done a good job in training older workers. More land-grant colleges should be utilized as manpower training centers for unemployed older workers. (Workshop II)

Action

I. OECD Demonstrations. The U. S. Office of Education should follow closely the demonstration projects being sponsored in five countries by the Organization for Economic Cooperation and Development and should take whatever steps are necessary to communicate the findings of these projects widely to vocational educators in the United States and to press for active implementation of the techniques found to be most effective. (Staff Recommendation)

According to Dr. Belbin: "Within a year or two, we should have some interesting information -- not just propaganda. These projects are being conducted as scientific experiments in which various methods are being compared."

Method

I. Trainee Participation. Kopas found older worker training was much more successful when discussion techniques, with trainee participation, were used. The lecture and response-testing method almost shut off trainee cooperation.

II. Plumbers Techniques. The Plumbers Union (see Piron) found it obtained the most effective results with older workers when:

a. The courses were practical: "Separating theory and practice will not work. The older worker is impatient of information not directly related to his work."

b. The instructors were competent: "The older worker brings to the training tremendous knowledge and know-how. The instructor must have the same."

c. There is immediate application of what is learned: "Practice is the key to retention, and the immediate need to know is the best incentive to learning."

d. There are visual aids -- coupled with demonstration and practice.

e. There has been analysis of the physical demands of the job, and trainee selection has been based on physical capacities matched to the demands.

III. Duke University Studies. Dr. Eisdorfer concluded, as a result of his studies:

1. That it is preferable to have older workers perform at untimed, unpaced tasks rather than under heightened time pressure.

2. That tasks requiring greater cognitive skills should include greater opportunity to respond following the introduction of each element of the task.

3. That rapidly-timed tasks should require simpler, more stereotyped responses.

4. Anxiety on the training site should be minimized. The older person in a new situation is already burdened by a high level of stress, and situational factors would probably only increase his discomfort.

5. Re-training programs might well include the use of self-controlled learning devices on the order of the teaching machine, for greater efficiency.

This would also capitalize on the tendency of the aged individual to move to a stimulus-response style,"although we might expect some initial arousal upon his introduction to this type of equipment."

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